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This fourth issue focuses primarily on two somewhat related themes: assessment in Northern Ontario and "special valuation" assessment. We also begin a series of articles written by assessment personnel outside Ontario. Here, we consider assessment practice in Nova Scotia. In future editions, information will be included on assessment procedures in other provinces and perhaps other countries.

This issue also marks completion of our first year of publishing *Aspects*. More than anything else, we've tried to relay the message that *Aspects* provides all assessors in Ontario with a potentially useful communications and information medium. We hope to continue this aim and the task becomes easier with time, primarily because our regional delegate system is beginning to function effectively.

Recently, we received a telephone call from "an assessor in the field" which gave us hope that *Aspects* is beginning to qualify as worthwhile. The caller inquired, rather sheepishly, as to whether he might obtain an additional copy of our first edition. His explanation was that when he had received his first copy, he had filed it in the nearest garbage can without bothering to read it. Subsequent issues, however, had convinced him that *Aspects* was not only worth reading but worth keeping and he needed a first issue to complete his file. This is perhaps the finest compliment we've yet received.

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The regional delegate is the liaison between *Aspects* and the field. His function is to solicit ideas for future articles and to transmit comments from the readers to *Aspects*.

The Market—A Snare and a Delusion?

E. J. Burns — Kingston
Lake Ontario Assessment Area

A great deal has been written about "Gross-Income Multipliers" and certainly the thoughts expressed here will in no way cause great upheaval in the assessment world. The sole purposes of this article are to relate my personal experience with the use of this market approach and, hopefully, to provide some food for thought.

Plato once called the concept of value the most difficult question of all science and, contrary to the economic principle of change, that statement by Plato is still relevant.

A short while ago two well-known economists, J. K. Galbraith and W. F. Buckley, Jr., engaged in a debate at the "Cambridge Debating Society" and the motion before the house was "The Market is a Snare and a Delusion". The reference was not to the real estate market, but are the words not *apropos*? The market to which the assessor is exposed is indeed *a snare and a delusion*.

What is this "market": some dark abyss or labyrinth? I am sure that to most assessors it has seemed just that on more than one occasion. However, as we well know and should acknowledge, it is the assessor's interpretation of this market that leads to his value conclusions.

What are the forces that determine the market? In the case of investment property, they are the forces surrounding the involvement of buyers and sellers of real estate, culminating in market transactions and the interpretation of the ability of property to command rent and produce income, particularly net income.

At times, we assessors become so involved with the complexities of the real estate market (and certainly with cause) that we sometimes tend to rule out the application of seemingly uncomplicated procedures on the grounds that the solution must be as sophisticated as the problem.

As we are aware, in mass appraisal the assessor cannot afford the luxury of sophisticated solutions. He is faced with a monumental task and must, through necessity, employ expeditious but *accurate* means to accomplish what he is commissioned to do. Efficiency cannot be sacrificed for the sake of speed. An inquisitive attitude should be maintained at all times if newer and better applications of old techniques are to be found.

Where then do we look for these means? There is, of course, only one real answer—we must look to the market. It may appear that here we have a paradox. However appraisal is, in reality, a prediction, and by studying what has happened in the recent past we should be able to predict what may happen in the immediate future with a reasonable degree of reliability.

I believe that there is truth in the analogy between an assessor and a football player. The middle line-backer keys on certain members of the opposing team in an attempt to determine which way the ball carrier will come. So, too, the assessor studies the market, beset by its many snares and delusions, looking for keys on which he can effectively predict future happenings of the real estate market.

One such key is the Gross-Income Multiplier, which is defined as the relationship between the gross annual rent and the sale price of a particular property, expressed as a factor or multiplier. This market component can be an invaluable aid to the assessor, provided it is properly developed and accurately applied. What makes this market approach so very important is that it is a print-out, if you like, of prevailing market conditions for income property, and in particular for multi-residential property, and it is quick and easy to use.

In the past, it has been my practice to determine these multipliers from the market for specific areas of the municipality. Unless care was taken to stratify the samples, however, the results gave only a general factor which combined the location influence with a wide selection of buildings of varying ages and conditions.

The two important basic elements of this factor are the location of the property, and the condition of the improvement. These two basic ingredients determine to a great extent the quality, quantity and durability of the income stream. It would seem almost elementary to point out that the construction and physical condition of the improvement will determine the ratio of expenses to gross income (required to produce net income).

National and local statistics indicate that the ratio of expenses to Gross Income will normally vary between

40% and 50% (rising occasionally to a high of 60% in the case of poor physical properties). It would not seem unreasonable to surmise that a study of the major variables could perhaps be beneficial.

It has been mentioned earlier that the multiplier should be properly developed if it is to be capable of producing accurate results. The key would seem to be the separate weighing of the multiplier relative to the two basic elements—location and building—to allow for variations in the application, subject to location, and subject to building condition.

As stated previously, the concept of value and its complexities requires the combined efforts of our individual experiences if we are to benefit collectively. Also, expeditious means are imperative for the assessor, notwithstanding a genuine desire to do a good job.

I submit, then, for the consideration of all assessors the following format relative to the application of a Gross-Income Multiplier in the assessment of multi-residential properties.

Table I

Item	Gross-Income Multiplier—Multi-Residential Rating				
	Very Poor	Poor	Fair	Good	Very Good
Building Factor	3	4	5	6	7
Location Factor	4	5	6	7	8

The basic premise of the above table is that net income is relative to the physical condition and functional utility of the building and to the property location. The building factor range of 3 to 7 shown above, expressed as an expense ratio, would be in the approximate range of 3 = 60% of gross rent and 7 = 40% of gross rent, with the other ratings lying between. This building rating is only a rough measure of expense ratio. Needless to say, if an accurate measure of expense were sought then we would be dealing with a net income situation which would negate the intent of this proposal.

If it can be determined that this format does, in fact, relate to actual market conditions, its use will simplify the development of a factor relative to location and to building. The table itself allows for the dispersion. The location rating speaks for itself.

By way of an example, assume that the subject property is located in a "good" rental area and that the building is considered to be in "fair" condition (with an "expense" rating approximating to 5).

Application of the table would be as follows:

Building—5

Location—7

Indicated Gross Multiplier = $12/2 = 6.0^*$

In order to check and verify the validity of this table a survey was conducted of recent sales of apartment buildings in the City of Kingston.

*It may be that half increments occur resulting in, say, 4.5 or 6.5 factors

Table II

1 Sale	2 Property Address	3 Date of Sale	4 No of Units	5 Gross Annual Rent	6 Bldg	7 Loc.	8 Chart	9 Ind. MV
1	27 Sydenham St	12/69	3	\$ 4140	5	8	6.50	\$ 26,900
2	70 Wellington St	2/70	5	9180	6	8	7.00	64,260
3	67 Earl St	4/70	4	5880	5	8	6.50	38,220
4	108 Montreal St	2/70	11	9840	3	6.5	4.75	46,740
5	52 Patrick St	3/70	11	18180	6	7	6.50	118,170
6	48 Stephen St	8/70	11	20340	6	7	6.50	132,210
7	207 Park St	1/70	5	7260	6	7	6.50	47,190
8	211 Queen Mary Rd	7/70	12	24600	6	7	6.50	159,900
9	242 Johnson St	11/70	32	60000	6	8	7.00	420,000
10	201 Queen Mary Rd	12/69	15	28500	6	7	6.50	185,250
11	91 Toronto St	11/70	6	12180	6	8	7.00	85,260
12	96 Nelson St.	11/70	4	7020	5	8	6.50	45,630
13	107 Toronto St	8/70	6	11220	6	8	7.00	78,540
14	1 Westdale Ave	9/70	9	14664	6	7	6.50	95,315
15	292 Park St.	9/70	6	8940	5	7	6.00	53,640
16	535 Rideau St.	3/71	12	23220	6	6	6.00	139,320
17	204 William St.	2/70	10	7824	4	8	6.00	46,945
18	253 Palace Rd.	11/70	7	10680	5	7	6.00	64,080
19	51 John St.	11/70	4	7140	6	6.5	6.25	44,600
20	51 Balaclava	3/71	12	22000	6	7	6.50	143,000

In Table II above, the column headings are self-explanatory. The properties were inspected and the building and location rated (cols. 6 & 7) in accordance with Table I. The indicated Gross-Income Multiplier (the average of the figures in columns 6 and 7) is shown in column 8. The Gross Annual Rent is shown in column 5 and the Indicated Market Value is shown in column 9 (col. 5 multiplied by col. 8).

In Table III following, the actual sales prices are shown in column 2 and a comparison made with the indicated Market Value (repeated in column 3). The percentage difference is calculated and shown in column 4 (expressed in dollars) and in column 5 (expressed as a percentage variation from the actual sale price).

Table III

1 Sale	2 Actual Sale Price	3 Indicated Value Using TABLE GIM	4 \$ Deviation	5 % Deviation
1	\$ 27000	\$ 26900	- 100	- .37
2	65000	64260	- 740	-1.13
3	40000	38220	-1780	-4.45
4	45500	46740	+1240	+2.72
5	124500	118170	-6330	-5.08
6	132000	132210	+ 210	+1.59
7	45000	47190	+2190	+4.86
8	150000	159900	+9900	+6.60
9	414500	420000	+5500	+1.32
10	192500	185250	-7250	-3.76
11	83600	85260	+1660	+1.98
12	46500	45630	- 870	-1.87
13	79000	78540	- 460	- .58
14	95000	95315	+ 315	+ .33
15	55000	53640	-1360	-2.47
16	140000	139320	- 680	- .48
17	46000	46945	+ 945	+2.05
18	61000	64080	+3080	+5.04
19	42500	44600	+2100	+4.94
20	146000	143000	-3000	-2.05

Conclusion

Admittedly, the above sample is somewhat limited. The results do, however, lend encouragement to further exploration of the suggested rating system. It would certainly appear that further study is warranted to adequately test the authenticity of the proposal.

As a further validation of the use of Gross-Income Multipliers, reference is made to an article in the *Aim Magazine* of The Appraisal Institute of Canada dated Winter 1969/1970 (Vol. 14, Book I) wherein Dr. Richard U. Radcliff concludes with the following remarks:

"In conclusion, we may summarize our speculations by the generalization that the GIM, probably because of its simplicity and the ready availability of information on the two components, income and price, is widely employed in the decision-making of all market participants and thus becomes built-in to the price establishment process. Though the GIM ratio may change over time, and will vary among different markets and among proper-

ties with different productivity characteristics, the appraiser may use it with confidence over the short run, provided that it is based on a sample of reasonable size composed of reasonably comparable properties."

I submit that the benefits that can accrue from this simple and easy-to-apply method are too great to be ignored. All that is necessary is to develop a Rating Table for any particular urban area, check the application for validity, and then apply the method with confidence.

As a further suggestion I submit that a similar Rating Table could be developed for commercial investment property, for use in assessment work. In this case, however, gross annual rents may require extra considerations arising out of existing leases (of various types) and the location rating would have to be weighted more heavily in the central business locations.

As with many other previously published articles this brief "first effort" contribution is submitted in a spirit of challenge—do we have the courage of our convictions?

Mines: the Assessor's Obstacle Course

Maurice D'Amour
Northern Assessment Area

In 1969, there were 77 operating mines in Ontario and of these, 65 were scattered across the Northern Assessment Area which covers over half the area of the province. The District of Kenora contained 6 producing operations, Thunder Bay 6, Sudbury 17, Elliott Lake 11, Kirkland Lake 7, Cobalt 9 and Timmins 9. Another factor aggravating the problem of distance is that few mining operations are located near large urban centres.

When the new Assessment Act of 1968-69 came into effect in 1970, municipalities were permitted to tax processing facilities of mines for the first time. Prior to this, only residential buildings at the mine sites were assessable. Mine buildings used for the processing or extraction of minerals from the ground were not assessable

and therefore did not even appear in the exempt column of the assessment roll.

In order to arrive at a proper mine assessment, the assessor must be relatively familiar with mining technology. Briefly, the plant and equipment of a mine are of value only in proportion to their ability to produce. Thus, before a mine is brought into production, the mining engineers must know the quality and the quantity of ore reserves. Further, each building is engineered and designed for specific load carrying floors, equipment, height, etc. As a result each mining operation is unique; differences will exist even when two mines are located in the same area and perhaps on the same ore vein.

In addition, many of the buildings at mine sites are designed to make full use of the topography. For example, often buildings are constructed on a hillside. To the observer, a mine building may seem to be of one specific height. Yet interior inspection often reveals that the inside height varies so that materials will flow by the force of gravity to lower levels without the aid of costly pumps and equipment. When buildings are located on a hillside they frequently have retaining walls that vary from three to thirty feet in height.

The assessor who visits a smelter or a concentrator for the first time is confused by the honeycomb of structural steel, pipes, motors, equipment and the continual noise. Fortunately, what seems to be chaos to the layman is actually a carefully designed system to recover the valuable minerals in the form of concentrate, or, in the case of gold or silver, the precious metal itself.

‘Market Value’ Mine Assessment

Sales of mining properties occur very infrequently. Nevertheless the market value of the property is considered to be the amount which a willing buyer would pay a willing seller for the property on the open market. Since there are no comparable sales data, and since this type of property does not produce income through rentals, the only remaining guide to valuation is the use of the cost approach to value.

Yet the cost approach presents the assessor-appraiser with a number of complex problems in determining the market value of this type of property.

First, the assessor must be able to separate non-assessable items from assessable ones. When valuing mines, he must ensure that equipment, power wiring used for processing equipment, equipment foundations and equipment mounts are not included in the assessment. The assessor should also be observant of special structural characteristics. For example, in many buildings extra heavy structural steel reinforces the support structure. Buildings may also contain ore bins which store hundreds of tons of ore. Since both structural rein-

forcements and ore bins are, in fact, part of the process connected with the grinding mills, they are exempt under Section 3 paragraph 17 of the 1968-69 Assessment Act. Factors such as these complicate the use of the cost approach as does the lack of market supported evidence for determining applicable accrued depreciation or remaining life.

Even terminology connected with mines is open to disagreement. The courts have held that the word “concentrator” has no scientific or technical meaning, but is a colloquial expression describing a device used for separating metal from rock or dross. Any process the purpose of which is the separation of the valuable mineral from the dross is a concentrating process and the building or plant used for that purpose is a concentrator within the meaning of sub-section (5) (former Assessment Act, chapter 23, section 35 (5).) [See *The Assessor’s Guide*, 21st edition, by W. S. McKay, Q.C., p. 121.]

The assessor, then, must develop a working knowledge of mining terminology since each sector of the mining industry has different terms which describe the process of separating metals from the rock or dross in which it is found. For example, the iron industry has a Benefication, Sintering and Magnetic Separation process. The gold industry uses an Amalgamation process where gold is recovered from the ore by dissolving the ore in mercury, and the Cyanidation method where gold is dissolved in a weak solution of sodium cyanide. The uranium industry uses the Hydrometallurgical separation of metal in aqueous solution from the rest of the ore, or Leaching, a chemical process to extract the valuable minerals from ore. This poses an interpretation problem under section 3 paragraph 19 of the 1968-69 Assessment Act and can cause serious difficulties in the apportionment between taxable and exempt.

This article has described some of the difficulties in assessing mines. Fortunately, mines management, the engineers and security police are most co-operative in supplying plans of various structures and offering access to all buildings. Hopefully, the end result is a fair and equitable assessment.

In order to broaden the scope and knowledge of assessment procedures in other areas, *Aspects* has undertaken to invite articles from officials involved in the assessment function in other locations around the world.

It seemed fitting to request our first contribution from an official in another province of Canada. Mr. H. S. MacGlashen, Director of Assessment for Nova Scotia, has consented to submit an article on procedures and practices in his province.

Progress and Problems in Nova Scotia

H. S. MacGlashen,
Department of Municipal Affairs,
Nova Scotia.

I have not had an opportunity to see at first hand the changes in Assessment Administration that have resulted from the creation of larger assessment jurisdictions in Ontario. I believe you have large regions, the equivalent of our regional directors, senior assessors, junior assessors, central offices and other similar administrative machinery.

I believe that we are travelling on the same road and heading for the same objective—uniform property assessments at “market value”. But there are differences in the vehicles we are using. For example, our legislation gives our Minister certain controls over the designation of regions and appointment of personnel but has left some autonomy to local governments. It appears to me that Ontario's control is absolute, not unlike that of New Brunswick.

I will not argue which approach to the problem is best. Doctors will tell you that one patient requires a different medicine from another. And sometimes drastic surgery is required. Perhaps, a few years will provide the answer.

Regional Assessment Administration

Although Nova Scotia is a small province, it is one of the most beautiful and perhaps the most liveable of all. The province consists of three cities (population ranging from 33,000 to 125,000); 38 towns (population ranging from 800 to 23,000) 16 of which have populations of less than 2,000; and twenty-four rural municipalities (population ranging from 3,000 to 100,000).

In 1965 there were 65 assessment jurisdictions—many too small to engage the services of a full time assessor. In those large enough for a full time man, administrative talent and ability were wasted because that assessor was spending a great part of his time doing a junior's work.

Manpower Training Programmes

If we were to improve assessment in Nova Scotia, it was obvious that we had to do several things, the fore-

most being to employ trained and skilled people on a full time basis, to eliminate the part time and incompetent assessors, and to step up our training programme. Basically there are two major ways of improving assessment administration and the Province of Nova Scotia has taken significant steps in both areas:

- (a) the development of a comprehensive training programme for assessors.
- (b) the design of an administrative vehicle to exploit to the fullest the experienced and skilled talent which has been developed.

Events which assisted the training programme in Nova Scotia were:

- (1) The founding in 1952 of an annual week long school for assessors, sponsored, planned and controlled by the Department of Municipal Affairs. It is truly a working *school*—not a convention.
- (2) The appointment in 1956 of a Director of Assessment for the Province. His duties were of an advisory nature and included responsibility for the development of the training programme.
- (3) The inception in 1961 of a three year correspondence course leading to a certificate from Dalhousie University. The course was sponsored by the Department of Municipal Affairs and administered by the Institute of Public Affairs of the University.
- (4) The introduction in 1967 of four one-day seminars annually for regional directors of assessment. All of these events contributed to very dramatic improvements.

Nova Scotia has a population of only 756,000, approximately 300,000 properties, and a total assessment force numbering 117. Of this total 63% are experienced and qualified assessors, all of whom have received the Dalhousie certificate. An additional 31% of the 117 are presently engaged in the first, second or final years of the university course. Only seven, or less than 6% of the experienced personnel engaged in assessment work in Nova Scotia have not taken the course. This last group will disappear with time due to the fact that, since 1966, in order to get a position in assessment in our province one must either have the Dalhousie certificate or register for the course and pass it.

In 1964 the first group of students taking the three year correspondence course from Dalhousie University graduated. It was now time for necessary legislation to provide an administrative framework which would place the best administrative talent in positions of responsibility and at the same time employ all assessors on a full time basis.

Bill 77 and Assessment

In the spring of 1966, Bill 77 was introduced and passed as an Act to amend the Assessment Act. Its aim was to create 16 assessment jurisdictions out of the previous 65.

Bill 77's principal provisions were as follows:

- (1) The Minister of Municipal Affairs was empowered to designate assessment regions.
- (2) The governing body would be a Regional Assessment Committee, composed of the mayors and wardens of the participating towns, cities and rural municipalities in the designated region, plus a representative of the Minister.
- (3) The Regional Committee was to appoint directors and assessors, but appointments of senior personnel must be approved by the Minister.

- (4) Bill 77 provided a formula for budget sharing among participating units. Full equalized assessment and the number of properties in each unit were given equal weight in the formula. (The legislation did not provide for financial assistance from the Province but since the creation of the first region the Province has contributed 20% of the budget.)
- (5) The Committee could dismiss or suspend directors and assessors for "cause" but the Minister must approve the dismissal.
- (6) Regional Appeal courts were created to replace the former 65 courts. The Minister makes these appointments and pays the total cost.

Implications of Regional Assessment

Regional assessment, which was implemented on a priority basis over a three year period, was completed in January 1969.

I can say that this administration has produced results. For example, Nova Scotia assessors produced rolls totalling \$1,540,279,000 in 1967 (before regional organization). In 1970 the total was \$2,301,568,000—an increase of nearly 50% in the three year period.

We, in Nova Scotia, have certainly not attained perfection. For example, based on latest market information, 19 of our 65 units are assessed between 95–100% of market value. Fourteen others fall in the 90–95% range, an additional sixteen in the 80–90% range, three units between 75–80%, five more between 70–75% and eight between 60–70% of market value.

It is obvious that our directors must complete revisions immediately in those units which fall in the 60–80% range. That is the objective for next year, and in the following year priority in revisions will be given to those units between 80–90%. Maintaining assessment at current market value is a never-ending process.

Difficulties Ahead

Finally, I must say that assessing property at market value and according to law has been creating headaches for our assessment personnel, and our appeal courts in many instances have been smothered with appeals.

The property owners do not realize what *has* happened and what *is* happening in the market place. Increased labour and material costs, federal and provincial sales taxes, the law of supply and demand have all escalated property values to unbelievable heights. Our assessors are following the market—as they must do.

The biggest problem in Nova Scotia at this moment is in the field of public relations—informing the tax-paying public. It seems to me that a vast programme of public relations must be undertaken immediately to inform the public of (a) the assessor's function and (b) the importance to the ratepayer of having his property valued at 100 per cent of market value. Only then can the property owner assess the assessor's judgement and only then does he have a chance in the appeal courts.

There are still too many Nova Scotians who believe that the assessor is responsible for his high tax bill. Too many do not realize that the assessor functions as an old time manure spreader and that his job is to spread the load fairly and according to value. He does not load the wagon.

THE ASSESSMENT REVIEW COURT PAST, PRESENT AND FUTURE

James Lawson, Q.C.,
Chairman

The Past

In the beginning all municipalities had their own Councils sitting as the local Court of Revision—hardly a very equitable situation when the Council knew well in advance the tax dollars required to be raised by means of assessment. The subsequent refinement of having Commissioners appointed by the local Council to hear appeals was not much better as these nominees were exclusively chosen by the presiding Council. Although in theory the Council no longer acted, the Commissioners who were appointed and paid by the Council could hardly maintain a position of objectivity in the eyes of the local ratepayers. There was no consistency because the Commissioners were subject to the political fortunes of the members of local Councils. It is a known fact that some Courts of Revision would upset the assessor by granting reductions to their friends resulting in interference with equalization or value on a comparative basis.

It is not surprising that the ratepayer believed he was not getting a "fair shake". The assessor and the Assessment Commissioner as well as the Commissioner of the Court often shared office space and were involved in the day to day operations of the municipalities. As a result, the principles of natural justice and the often quoted maxim "that justice must appear to be done" were clouded with bias, self-interest, conflict

of interest and, even worse, no interest at all. Obviously, the ratepayer, his agent or counsel were frustrated since an appeal was a pure formality to conform to the statutes by persons ultimately seeking relief from the County Court Judge or the Ontario Municipal Board.

Just to create further havoc, the activities and functions of the old Court of Revision varied from municipality to municipality; thus there was also no consistency in the decision making process. The majority of decisions were labeled with the terse comment "Confirmed". Reasons for the decision were rarely, if ever, given in writing. Compared to other Administrative Tribunals involved in the field of taxation, there is very little case law and significantly there is virtually no material in any text or periodical concerning the Court of Revision; so we are breaking new ground.

It is easy to criticize history but an understanding of it is essential to the future. Now is the time to take a learned and positive approach to the administrative and functional aspects of the Assessment Review Court, as presently constituted, to ensure that in law and in equity assessments will be fair and meaningful.

The Present

During the past year I have received the utmost co-operation from the Assessment Department. Without this, it would not have been

possible to hear and dispose of the many thousands of appeals pending before the Court on October 15th last. Our primary job at that time was to obtain Court members to hear appeals, and I particularly relied on the talent and expertise of those who served in an acting capacity. However, I want to make it clear that the success of the Assessment Review Court and The Assessment Department depend on their complete separation both administratively and functionally. This separation is basic to the principle of natural justice; the features are already in existence in the enabling legislation.

During the past months it has become clear that many assessors have neglected to read and digest the relevant sections of the Assessment Act. Yet their knowledge of the Act could eliminate many of the appeals that presently come before the Assessment Review Court.

Ratepayers Grievances

Whenever a mass appraisal is undertaken, whether by the assessor or by a private firm, taxpayers are generally apprehensive since many fear the results of changes. This is a normal human reaction. At this point, it might be of some benefit to recount the common grievances among property owners that lead to their appeals:

(1) Some are merely seeking information and want an explanation of their values in consideration of comparable properties. These people are usually not difficult to convince, if the assessment can be proven equitable.

(2) Many assume the new assessment is wrong regardless of the facts, and complain because their friends or neighbours are doing so.

(3) There are chronic protestors who complain to see if by some good fortune they receive a reduction.

(4) There are elderly persons on social security or fixed incomes who are more concerned with the amount of taxes than with the value. They claim to be morally right though legally wrong.

Court Members

At present there are some 412 Court members, all of whom are appointed by the Lieutenant Governor in Council. In the main, these members are laymen and many have served on the former Courts of

Revision. Generally speaking, they are capable and knowledgeable in local matters and have a good municipal and business background which is important. Members have such broad powers as issuing summons, requiring the attendance of witnesses at the hearing, etc. They are not employed on a full-time basis but are paid a stipendary of \$20.00 an hour or \$60.00 a sitting.

Unfortunately, some members have been unwilling to perform their duties when called upon. Some wish to conduct the courts at their leisure rather than at a time and place designated by the Regional Registrar. This is not good enough; any member who is not willing to serve when requested will simply not sit at all.

We are presently in the process of conducting seminars for members throughout Ontario which are set up for the purpose of reviewing the rules and procedures of the Court and the manner in which it should function. Every member now possesses a Manual which not only serves as a guideline to the conduct of the proceedings but also provides him with basic information concerning his own function vis-a-vis the appellant and the assessor.

Organization of the Court

There has been comment in the past about the organization of the Court over which the Chairman has jurisdiction. One member constitutes a quorum. Although I would agree that a three member Court would be appropriate at times, one qualified member can effectively handle the appeals before him at present. Of course members who have a conflict of interest will not be permitted to sit; an appellant cannot receive a fair hearing if a member is a municipally elected or appointed official sitting on a local board such as Board of Education, Planning Board, Committee of Adjustment, etc. This problem is somewhat alleviated by the fact that appointments are now made by the Province rather than the municipality. This advantage is somewhat diluted, however, because the members may have no particular knowledge of the local situation. In the past, there have been instances where members have moved from one municipality to another but these situations occur only when neither the assessor nor the complainant would be jeopardized. It has been a most useful tool in expediting the work of the Court.

The Regional Registrar

Last year there were 32 acting Regional Registrars to handle the administrative functions of the Court. These Regional Registrars processed 176,660 appeals in 3,059 Court sittings. This year there will be seven Regional Registrars with their own offices located in Ottawa, Peterborough, Toronto, Newmarket, Hamilton, London and North Bay.

Each Regional Registrar ensures the proper functioning of local Assessment Review Courts in his area by performing such duties as:

- preparing lists of complaints received from the Assessment Commissioners.
- arranging for proper Court space in each municipality for the hearing of complaints.
- appointing Court clerks and instructing them as to their duties and functions.
- scheduling Court sittings in each municipality in such a manner as to ensure prompt disposition of all complaints, having regard to their type and complexity.
- arranging with Court members to attend each sitting scheduled.
- determining and preparing the list of complaints to be heard at each Court sitting.
- preparing and serving notices of sitting as required by statute.
- arranging for advertisement of notice of sitting in each municipality as required by statute.
- preparing a Court record for each sitting as required by statute to record the proceedings and decisions of the Court.
- preparing and serving notices of appeal to the County Judges as required by statute.
- preparing and serving notice of decision of the County Judges as required by statute.
- certifying the assessment roll of each municipality in the designated areas as revised by the Assessment Review Court.

Questions of Law vs. Questions of Fact

A problem which continually arises is whether or not the Assessment Review Court decides questions of law as well as fact. In essence, the Court is reviewing assessments and therefore is a fact finding tribu-

nal. However, this is not as simple as one might think because the Court inevitably and unavoidably does decide questions of law, and although it is not a court of record it is a quasi-judicial tribunal. This problem is well demonstrated in the case *re Regional Assessment Commissioner vs. Township of Vaughan and the Town of Richmond Hill*. In these instances the local Council appealed the entire roll on the grounds that all assessments were too high. Under Section 66 of the Assessment Act, the Regional Assessment Commissioner requested the Supreme Court of Ontario to determine the validity or propriety of the notice of appeal. Mr. Justice Stark in written form declared that he had no jurisdiction to hear the matter and that the validity of notice should be determined by the Assessment Review Court in the first instance. This decision was appealed and at a further hearing Mr. Justice Haines stated that the notice was valid and that if the Municipal Council could appeal one assessment it could appeal all assessments.

Subsequently in the Court of Appeal the three presiding Justices unanimously agreed that the notice was invalid. These cases involved the statutory interpretation of Section 52 which is deciding a point of law. It is therefore not unusual for a member of the Assessment Review Court to determine a question of law on the basis of validity of notice, late appeal or some other matter which involves statutory interpretation of the relevant sections. There is a preponderance of judicial decision and comment about an administrative tribunal with judicial powers. Probably the most oft quoted statement on this subject is that of the late Mr. Justice Masten: *"The distinguishing mark of an administrative tribunal is that it possesses a complete, absolute and unfettered discretion and, having no fixed standard to follow, it is guided by its own ideas of policy and expediency. A judicial tribunal looks for some law to guide it; an administrative tribunal, within its province, is a law unto itself."*

The Future

Now to the future—let us first have a hard look at ourselves. I would like to quote from a recent written decision by His Honour Judge Clare, a County Court Judge sitting in Barrie. In this case the learned Judge went out of his way to

accommodate the appellant once on April 27th and again on April 30th. At the conclusion of the hearing he dismissed the appeal and proceeded in writing to give his views regarding appeals and the functions and procedures of the courts: *"The nature of this appeal is such as to bring into question the procedure set out for the handling of assessment appeals under the Act. It should first be pointed out that we now have a system of province-wide assessment with qualified assessors. Any person not satisfied with the assessment set by the provincial assessors can appeal to the Assessment Review [Court]. These sittings of the Assessment Review [Court] are not courts of record, but the assessors concerned must all attend and be prepared to adduce evidence to justify the assessment. On many occasions the appellant does not appear and the time of the provincial assessors is wasted. If the appellant does attend and is not satisfied with the decision of the Assessment Review [Court] he may have a new hearing before the County or District Court Judge and may, perhaps, adduce entirely new evidence or very little evidence at all. Again at the hearing before the Judge no court reporter is provided and there is no transcript of the evidence taken. The assessors concerned and their counsel must again attend at this hearing. If the appellant is still not satisfied with the decision of the County or District Court Judge, he has a further right of appeal by way of another new trial before the Ontario Municipal Board. The Municipal Board does not have before it any of the evidence heard before the first two appeal Courts and, in fact, entirely new evidence may be presented on behalf of the appellant before the Ontario Municipal Board, at which, of course, the assessment officials and their counsel must also attend. It is common knowledge that certain counsel make a practice of presenting very little evidence before the Assessment Review [Court] or the County or District Judge and treat these hearings as an opportunity to examine in detail the assessment officials, and save the weight of their evidence for production at the hearing before the Ontario Municipal Board.*

"In no other branch of the law have I heard of three appeals each by way of trial de novo. In my opinion such a procedure is a waste of the time of the provincial assessors, a waste of the time of the Courts and entails a very high level of expense

without providing any additional protection, to the appellants. The appellants themselves are put to unnecessary expense by being subjected to the possibility of three levels of appeal."

I am confident in the ability of the Assessment Review Court to confirm or vary valuations and assessment methods. At least one judge points out the complexities and difficulties involved when a court attempts to sit de novo in place of an expert board in a trial involving such matters as tax assessments. When courts begin sitting de novo on such matters they are putting themselves in the position of making government regulations. It is hardly appropriate to expect a judge to have such expertise. It is not the function of the judiciary to promulgate tax assessments in the form of judicial opinions.

The work load of the Assessment Review Court is, to a great extent, predicated on the work of the Assessment Department; by the same token the Assessment Department is entitled to receive from the Assessment Review Court proper decisions so that repetitive procedures and appeals are kept to a minimum. Neither your work nor that of the Court will ever eliminate the vexacious or frivolous complaints which are innumerable and time consuming. This is as it should be because it makes us ever mindful of the rights of the individual.

The key to intramunicipal equality lies in a competent initial property assessment. Departure from this basic requirement compels greater recourse to administrative agencies and the courts for relief.

The function of the Assessment Review Court is to provide the property taxpayer with fair treatment in the apportionment of the tax burden and a reasonable opportunity to be heard if he believes that there is an error or inequity in his assessment. The protection under these rights is meaningless if the burden of providing his case is too onerous and the Court is not well constituted for the purpose. The small taxpayer in particular is helpless if he has no simple inexpensive and dependable recourse.

To fulfill its function properly, the Court must sustain public confidence in its competence and it is the performance of its members that will elicit or erode that public confidence. If we can obtain that confidence then the Court can be an excellent tool for the administration of justice.

Saul Laskin was instrumental in the amalgamation of Fort William, Port Arthur and outlying townships into the present City of Thunder Bay. As Past President of the Association of Ontario Reeves and Mayors, Alderman and Mayor (for 8 years) of the former City of Port Arthur, and as present Mayor of Thunder Bay, he represents a valuable source of knowledge on the problems of the North.

Aspects interviewed him for the purpose of obtaining his views on the North and on The City of the Lakehead Act, 1968-1969.

A “Northerner’s” Views on the North

—*aspects* Interviews Mayor Saul Laskin

aspects: Generally, it is recognized that Northern Ontario has special developmental problems. Do you feel this is true, and if so, would these problems warrant substantially altered government structures?

Laskin: We do have special problems because the North is basically a resource economy. Naturally the mines develop growth in the area, but continuation of the present programme of just taking out the minerals and forestry products will only cause eventual depletion and hence unemployment. If we want to build the North we'll have to bring in more people since people develop a community. People won't come here to be on welfare; they want jobs. Transportation too is one of our biggest deterrents and there must be some recognition of this if we are to be competitive on the economic market.

aspects: How would you suggest solving these problems?

Laskin: The federal government has poured a lot of money into the Maritime regions and the provinces have directed funds into certain areas. I feel a redirection of resources into an area like Northern Ontario would *more than justify* the investment. We have been able to do a certain amount by ourselves; we have received no special preference to my mind. But so much more could be done. It's like a young person going into business; he needs somebody to help him get established. Once he is established, he can handle himself.

In areas like Thunder Bay, I think tourism could be very important. I consider it an industry. Yet, we are almost completely lacking in convention facilities. Imagine, we're situated in the centre of Canada, with reasonable access by air, rail and highway, and yet we're lacking the real ingredient to make this a strong convention city. I don't think that just industry alone, smoke



stacks, is the answer. I'm not a great believer in smoke stacks.

aspects: Do you think the government should subsidize this kind of development?

Laskin: Yes, there's no reason why it couldn't subsidize a convention industry any less than it subsidizes a manufacturing industry.

aspects: Wouldn't government be apprehensive of investing money in a fickle industry such as tourism?

Laskin: No. I take a strong opposite view. Every time there is a new labour agreement, it zeroes in on more and more leisure time. We're now talking about a four-day work week and a three-day weekend. More people will be earning greater pensions when they retire. One of our problems is educating our people in how to use leisure time. Also people are travelling and the world is getting closer together. It's happening, and to ignore it would be a great injustice.

aspects: Has Lakehead University been an important element in the development of the Thunder Bay area?

Laskin: Education is important, and the establishment of Lakehead University and the Confederation College of Applied Arts and Technology is already having a fantastic effect on the economy of this area. The university is functioning well and increasing its enrollment, although not as much as we projected. Many of our young people who would normally leave this area to further their studies are staying here. The exciting thing is that we're getting students from other areas of Canada who want to come here to study and once they're here they want to remain. The question is: what can we offer them to stay here? I'm pleased to note that the Department of University Affairs has approved a full degree course in Forestry. I would like to see the university become a centre of research into those natural resource areas that we have here in abundance. To me, that would be of fantastic importance. Just imagine our having a research centre for wood products at Lakehead University, a research centre on pollution control at Lakehead University. These things would draw scholars to the area. At present, we put our students through university and then they go where the action is and we can't blame them. This train of events is what deprives us of the vitality that makes a community prosper.

aspects: What direct action do you feel is necessary on the part of the provincial government?

Laskin: I would say that the Province has to encourage manufacturing industry in those municipalities where the resources are and I don't think this would deprive Southern Ontario of its standard of living. I think it could actually assist the economy of the province; more people are moving north, and hence the North is providing a larger market for southern manufactured goods. Now in selecting those industries that would be most viable here we have to use common sense. For example, it would not be worthwhile to operate a shoe factory here because of our small population. On the other hand, that same factory would prosper in Toronto because of the market there. So we must gradually eliminate the possibility of those manufacturing industries that don't make sense.

aspects: How serious do you consider the feeling of alienation which seems to exist between Northern and Southern Ontario?

Laskin: I hope we never get into a position where we have a Mason-Dixon line in Ontario. I think there has to be compatibility between the North and South. The South must recognize that the future in terms of population is in the North. Where else will people go? At present there is one megalopolis from Niagara Falls to Windsor. In time there will be an exodus to the North.

The North has contributed a great deal of the wealth that is being enjoyed in Ontario. Now I can be challenged on that statement. I can't give you statistics, but I can say this: Hamilton does not have its own supply of iron ore and yet it's a pretty highly industrialized community. Our iron ore is being shipped there. There are a number of pulp mills here but a vast amount of the raw wood and pulp are being shipped. We are not making as much paper as we could.

aspects: In terms of communication, it has been argued that there are closer links in some northern areas with the United States than with Southern Ontario.

Laskin: That is so. With cable T.V. here we see more of what goes on in the States than in other parts of Ontario. I've always said that we need a CBC station here. Kenora has its affiliation with Winnipeg; Geraldton and Wawa have their affiliation with Toronto. So we turn on our radios and what do we hear? Not the condition of the roads in Northwestern Ontario, but what 401 and 400 are like. In Keewatin or Rainy River, they talk about what's happening in the legislature in Winnipeg.

The communications media must be more relevant to all Northwestern Ontario and I hope the CBC is looking into this problem.

aspects: Do you feel this problem is receiving serious consideration?

Laskin: Yes, I think so. In our *Design for Development Phase II*, we laid strong emphasis on the need for communication in order to integrate Northwestern Ontario as a unit, so that we can recognize each others' problems and develop common bonds. Our problems are the same and the sooner we recognize this, the better it will be for this area. We're working in this direction. A group of Mayors and Reeves have recognized the problem and we've formed an ad hoc committee called the *Northwestern Ontario Municipal Committee* for want of a better name. Our intention is to bring to the attention of the D.M.A. the need for a study on Northwestern Ontario. Our eventual aim is to form a regional government which would concentrate on those areas which are of greatest concern: health, social services, roads. This is very exciting since it is coming from the municipalities, rather than being imposed from the provincial level.

aspects: You are then a strong supporter of regional government?

Laskin: Areas that are close to one another should amalgamate where this makes economic sense. I'd like to see a regional government set up that is concerned with certain services, and roads would certainly be one of its concerns. Compare some of our roads that we call highways to what you find down east and south. Roads are needed to develop our resources, our tourist industry, our communication with another. One of the biggest problems we've had in Northern Ontario is the need to integrate the areas into a single unit.

aspects: What effect has the new Department of Mines and Northern Affairs had on the North? What possible effects do you think it will have in the future?

Laskin: Well, I would like to see a much closer liaison between Queen's Park and Northwestern Ontario. This would certainly alleviate some of the frustration prevalent here. There is need for an ongoing dialogue between Queen's Park and the North. And this need has been emphasized by the creation of the new Department of Mines and Northern Affairs which is a positive move. It's too early to know what type of effect it will have, but it can only be good.

aspects: What kind of relationship have you had so far with this new department?

Laskin: Excellent. Department staff members here are of high calibre and they are able to answer citizens' questions. It's working and I'm pleased to see that. They have broad power, they have direct communication and they have the responsibility of making decisions. This is important. We want Northerners to make decisions for the North.

The Northwestern Ontario Development Corporation is a body through which Northerners can make decisions relating to financial assistance. This is another plus factor. Some of the problems we have must be understood by the politicians in Queen's Park and in the federal government. There must be a better understanding of not only our municipality but municipalities in general and the only way we can arrive at a better understanding is to sit down together to ascertain the problems. If we don't know the problems, we'll never find the answers. At present there are two Northerners in the Cabinet in Queen's Park. That's a plus factor. Two more wouldn't hurt.

aspects: As you are aware, the Province took over the assessment function from municipalities in January,

1970. How did you view this move?

Laskin: I've always felt that if we pooled our brains and put assessment on a provincial basis, it would be more effective. In those municipalities that could previously afford top-notch assessors there may not have been the need. Generally municipalities that can afford top-notch people would have proper assessment. However, less privileged areas would be penalizing the citizens through over or under assessment. This inequitable system has been perpetuated for a number of years. Of course there are people who don't like it and it's a change in a philosophy that hasn't changed for decades. Assessing every property on an equal basis will have adverse effects on some people. But I still feel that the overall programme is going to be beneficial. There will be times when qualifications will have to be made. Predictions will have to be reassessed. We can't say: "it's going to work out 100%."

aspects: Some people have argued that the provincial takeover has robbed the municipality of its rightful jurisdiction.

Laskin: As I pointed out before, many municipalities did not have the experts to perform a proper assessment. Municipalities recognize that substantial government grants are based on their total assessment. If there is improper assessment, the citizens of the municipalities are deprived of financial resources.

aspects: A year ago, John Robarts stated that perhaps after equalization of assessment has occurred through the provincial takeover, the municipalities would be given the option of reclaiming the assessment jurisdiction. Would you support this?

Laskin: This goes back to the dialogue which I hope will continue between federal, provincial and municipal levels of government as to what are the various functions of each level of government. Now if it can be proven that assessment can be better handled by the Province, that is fine. If after five years of evaluation it can be better served on a regional basis handled by the municipality, then I think we should decide what is better for the people served. It's not a case of *who* is going to gobble up the jurisdiction; it is a case of *who* can do the better job. The only one who can perform total reassessment is the Province. If, when it's done and the blueprint is together, the Province asks the municipalities if they want assessment back, and it is proven that the municipalities can continue on that basis, then by all means they should reclaim the jurisdiction.

aspects: Do most Ontario mayors share this view?

Laskin: Some Ontario mayors have taken a strong attitude against provincial assessment. In particular, officials in mining towns and farming communities have taken a strong negative approach to what I'm saying. To date I haven't heard any citizen of Thunder Bay complain about assessment. I think it's handled very well here and if there are complaints, they are referred to the Regional Office and I hear no more about it. Sometimes people are negative on these things for political reasons and sometimes because of logic.

aspects: We understand that you recently initiated the practice of weekly "open office" sessions. Has this measure stimulated citizen involvement?

Laskin: I think so. They're very stimulating and the exercise is exciting. People come unannounced to mention their griefs. They have the opportunity of discussing matters face-to-face with the Mayor and I bring in Department heads if I need any assistance. It's good. I got this format from the Mayor of Windsor. I told him I always like to copy things that are successful.

aspects: How important is "People Power" here in Thunder Bay?

Laskin: Well, I've encouraged it since the beginning of my term in 1970. I asked the citizens of Thunder Bay to acquaint themselves with the idea of "Participatory Democracy". It's refreshing to note that a large number of citizen groups have become involved since 1970. It indicates that people are not only concerned but are now getting to the point of *wanting* to do something and this is the most important thing.

aspects: With what particular issues are these groups concerned?

Laskin: Well, all over the country there's interest in pollution. An anti-pollution committee has been formed for the purpose of bringing to our attention some of the needs in this area. But I also suggest to them that lip service is not enough; there must be action as well. For instance, in the next few weeks all the students in Thunder Bay are having a clean-up blitz in which they will be collecting papers and refuse from all parks and open spaces. They are not asking the City to do all these things. They're saying to me: "Mr. Mayor: We are prepared to do something ourselves as citizens", and that is involvement.

aspects: It appears that there has been some comprehensive redevelopment in downtown Port Arthur. Is this a public renewal scheme, or does it involve a combination of public and private funds?

Laskin: A Port Arthur urban renewal plan was approved under the federal-provincial scheme when urban renewal was a reality. We got in under the wire, just before the government cutbacks became effective. The federal and provincial governments were committed to an apportionment of costs: 50% federal, 25% provincial and 25% municipal. The former City of Fort William also had a plan for urban renewal but unfortunately they were about two years behind. Consequently now, after amalgamation, we have urban renewal acknowledged in one part of the city and we have the plans, but no federal or provincial assistance, in the other part.

The Port Arthur scheme will be a combination of government and private development. Private businesses have indicated their interest in the development and they will be putting up their own money. The exciting part of this plan is that we are expecting a tremendous gross revenue difference between what assessment was *prior* to this urban development and what it *will* be. Formerly, we received about \$75 to \$85 thousand tax dollars from this area. Based on our statistics, the area will provide \$490,000 tax dollars when the project becomes a reality.

aspects: In line with our earlier discussion, has the Port Arthur urban renewal plan made provisions for improved convention facilities?

Laskin: Yes, there is room for a convention hotel in the plan. The hard thing is to attract lending institutions to the North. If they do come, we have to pay premium interest rates for the privilege of their coming here. I think that the government could offer a valuable incentive to our local entrepreneurs by subsidizing the interest rate to make it more attractive for them to invest their money. But if they have to pay up to a 3% premium for the privilege of getting money here, investment loses its economic feasibility.

aspects: The amalgamation of the two cities of Port Arthur and Fort William plus outlying municipalities into the City of Thunder Bay became effective in January 1970. Has amalgamation meant increased levels of real property taxation?

Laskin: Taxes often do rise as a result of amalga-

tion but, at the same time, it is possible that they would rise *regardless* of amalgamation. Inflation, the cost of increased equipment, the demands of society, higher wages, all affect taxes in any administration. If the assessment doesn't increase to take care of the extra taxes, taxes will rise regardless. Taxes are directly related to the level of service council feels that the citizens of any given community want. Now in the case of the City of Thunder Bay taxes have not really risen as a result of amalgamation. The School Board has actually experienced a decreased mill rate since amalgamation. Of course it was assisted by increased provincial grants, but I'm convinced that amalgamation of the school boards has had a dramatic effect on economy of scale. In the case of Thunder Bay generally, we are now able to concentrate on the whole area rather than on pockets. We will be able to make better plans and avoid duplication of services. If it costs the same amount of money to give the people better service, then to me the tax dollar is being employed in the best possible way. I have never been one to say that amalgamation would lower the tax rate. But I've always been of the opinion that it would provide better value for the tax dollar, and after a year and 4 months as the City of Thunder Bay, this has been true.

aspects: Could you explain why in the *Act of the Lakehead* there were provisions for graduated increases in the mill rate?

Laskin: What really happened under the Act was that the DMA wanted to ensure that with amalgamation there wouldn't be an excessive rise of mill rate in the municipalities of Neebing and Shuniah and so we had to provide for a stabilized type of tax rate graduated over a five year period. We have to protect the citizens of those areas against paying for things they are not enjoying. Recently the municipal tax rate was set for the City of Thunder Bay. After two years of amalgamation the residents in Fort William had a decrease of 1.07 mills, that is, combining the 1970 and 1971 tax rate. In Port Arthur, there has been an increase of .49 mills. In Neebing, there has been an increase of 12.69 mills, but this has been offset by the fact that the City of Thunder Bay has taken over the cost of the water line in Neebing, which under the O.W.R.C. agreement would have cost the taxpayers approximately 13.8 mills. In the McIntyre Ward, there has been a decrease for the past two years combined of 1.68 mills.

aspects: So they are getting increased services now?

Laskin: Just prior to amalgamation the water line was put in certain areas of Neebing. The cost of this service is to be borne by the whole city of Thunder Bay. Whether it would have been put in regardless of amalgamation is a question. Certainly, water was needed in Neebing but it did create a debt of a million and a half dollars which the City has inherited. We have to consider whether the City of Thunder Bay, on its own, would have decided to spend that much tax money in one area. But this is a service that Neebing is now enjoying. They also have city fire protection now. Instead of a volunteer fire brigade, which is commendable, they now have professional firefighters to meet their needs. Formerly, they were policed by the OPP. Now they are under the jurisdiction of the Thunder Bay Police. At any one time we can zero in the whole weight of the police force on any one spot which couldn't have been done under OPP. In my opinion, both of these are plus factors.

Now let's turn to McIntyre. McIntyre is presently enjoying the first leg of sewer and water service. Prior to amalgamation, their assessment could not have provided for this programme. Hence, there is no doubt in my mind that some form of annexation was necessary.

Like Neebing, McIntyre did not have police protection or fire protection; they have these benefits now.

aspects: How has the provision for increased services affected the mill rate in Neebing and McIntyre?

Laskin: The mill rate will rise as the people of McIntyre and Neebing demand more and more urban services. Of course they will have to pay for them.

aspects: You don't think this will cause any major problems?

Laskin: I don't *think* it will cause major problems. I think it's going to become obvious that people cannot live in a rural atmosphere with low rates and expect good services. So they may have to reassess their demands in view of what it will be costing them, which is a fair thing. Those areas of our outlying municipalities that do not enjoy all the services that we have now do not pay urban service rates. They're only paying for those services that they already have. I am convinced that they're getting plus value.

aspects: What is your general opinion of the real property tax as a source of municipal revenue?

Laskin: I think it's an archaic method of taxation. We have not come to grips with functions at this time. For example, there is tremendous duplication in health and social services in this province. If we compare the number of agencies that are prevalent in the administration of that role with the number of agencies either private, municipal and/or a combination of both, the duplication is beyond belief.

aspects: Do you feel the solution lies in eliminating some special purpose bodies or existing provincial agencies?

Laskin: Well, in my opinion, special purpose bodies have no responsibility to anyone and the quicker we can see municipalities taking over these functions, the better. I would like to see a combination of both and a

greater continuing dialogue to determine functional jurisdiction. Right now, municipalities have obligations that are imposed upon them by the Province. For example, the O.W.R.C. says: "Thou shalt do certain things to eliminate pollution." In order to meet those standards municipalities must increase the mill rate. Now there probably is a relationship between the property tax and pollution but where is the relationship between property and welfare or between property and education? If those functions which I feel are provincial and federal were divorced from those functions that should be strictly related to property, there would be a much better balance.

aspects: Do you think that increased unconditional grants are part of the answer to this problem?

Laskin: Yes. I think there should be unconditional grants rather than grants earmarked for specific purposes. Each municipality has its own set of circumstances and I think they should have the privilege of putting money into those areas which they feel are in the best interests of their particular municipality. We had the first Provincial-Municipal Conference in the history of the province, last April, at the Science Centre. It was successful in my opinion. For the first time we were calling each other partners. The question is: are we junior partners or are we reasonably equal partners? I don't think municipalities would have the affrontery to consider themselves the most important level of government. What we are saying is that we should be recognized as a governing level. Therefore, we can assist the federal-provincial government as partners in arresting the new problems confronting us. It's a new ball game today. We cannot structurally exist on what happened and what we've been used to for the last 40 to 50 years. A new set of rules must come into being.

Personnel: Ombudsman of the Civil Service

Bruce Homer,
Personnel Branch,
Department of Municipal Affairs

Each of us during our working career has had some contact, either directly or indirectly, with an entity most commonly referred to as "Personnel". Most organizations with more than a few dozen employees have a separate section whose responsibility is to administer to the personnel needs of that organization. However, the specific powers and responsibilities of Personnel vary greatly from one organization to another.

The Personnel Function

Most of you are fairly new members of a very large organization called the Public Service of Ontario. You are well aware of the functions and responsibilities of the Assessment Division of the Department of Municipal Affairs. However, you probably have not given too much thought to the role of the Personnel Branch in the overall functioning of a government department and specifically in the functioning of the Assessment Division. Why do you need a Personnel Branch? What does a Personnel Branch do that you in a regional office cannot do for yourselves? Is the Personnel Branch trying to help you achieve your objectives or is it only putting stumbling blocks in your way?

The personnel function has traditionally been viewed as a staff function as opposed to the Assessment Division which is a line function. A line function has an established end goal or product to produce, such as assessment rolls containing the valuation of all real property in the province at 100% of market value. The Personnel

Branch, however, does not have such a clear and well-defined goal. Perhaps you could consider our goal as an effort to provide sound, meaningful advice and guidance to management, in order to assist it in best utilizing the manpower resources that are at its disposal.

That is a fairly broad, all-encompassing statement. What do I really mean?

One of the largest, if not the largest, single item in the budget of any government programme, such as property assessment, is the amount of money set aside for staff salaries. If these dollars are not expended wisely, no amount of money spent for accommodation, equipment and supplies will result in the successful attainment of the programme's goals. The degree of success achieved by any programme is directly related to the amount and quality of effort that is made by the people in that programme.

Personnel's Role in Government Programmes

Initially, when a new programme is being established or an existing programme is altered, senior line management, in consultation with Personnel, reviews the aims or objectives of the programme. Following this, a broad organization structure is drawn up for the programme on a functional and/or geographic basis. Each separate part of the organization is then defined in terms of the types of work to be performed and the kind and number of different job skills needed. In this manner the organization is broken down into its smallest components, namely, individual job positions.

Personnel then works very closely with line management in drawing up specifications for all positions in the organization. This is a very important aspect of setting up and maintaining an effective organization. The position specification should accurately and fairly describe the job to be performed in order that it will be properly classified and will attract people who possess the correct skills to do the job.

Once the positions in the organization have been properly described, a personnel officer can then examine each position and classify it. If there are no job classes in the Ontario Public Service to accommodate the positions in the new organization, it may be necessary for Personnel to draw up completely new classification specifications. This was the case when the change in assessment administration took place. Two new class series had to be drawn up and approved by the Civil Service Commission: the Property Assessor series and the Assessment Supervisor series.

We have now gone through several stages: the decision has been made to undertake a certain programme, an organization structure has been drawn up to implement the programme, position specifications have been prepared and each position classified. Management now has to fill the positions in its organization in order to carry out its programme. Personnel works with line management to ensure that proper competitions are conducted to fill position vacancies with the applicant best suited in education, work experience and personal attributes.

Offers of Employment

Before any offer of employment is made to an applicant who is chosen to fill a vacancy, the Personnel

Branch must ensure that the person does indeed have the correct qualifications for the job and that the salary to be offered is fair and just. For salaries on initial employment, the Personnel Branch has to obtain the concurrence of the Department of Civil Service. It is their responsibility to see that the same salary is paid to people possessing equal qualifications and performing comparable work no matter what Department of the Government of Ontario they are working in.

Once salary clearance has been obtained, the offer of employment can be made to the successful applicant. Personnel must then ensure that the new employee is made aware of all the terms and conditions that govern his working in the Ontario Public Service, and of the various benefits available. A file is then established for the new employee containing information on his date of employment, position, classification, salary and benefits applied for. In the regional offices this documentation process is performed by the Office Manager in accordance with the procedures established by Personnel.

Personnel's Responsibility to Management

This, then, outlines the involvement of the Personnel Branch when a new programme, such as the Provincial Assessment Programme, is undertaken. However, this does not indicate the total extent of Personnel's role. Personnel has many responsibilities to fulfill in assisting, on a continuing basis, the administration of the programme.

(1) Job Classification

On a regular basis, the organization structure is examined to determine where changes should be made. Individual position specifications are looked at in the light of the actual work being performed by the incumbents. If job duties have changed, new specifications are prepared and the positions are reclassified. The classification could remain the same, move upward or downward in accordance with the new duties involved in the position.

(2) Promotions

Recommendations for promotions are reviewed by Personnel to ensure that the persons recommended are qualified for the higher level and that the reasons given in the recommendations are sound. In this respect Personnel is in a position to ensure that standard promotional practices are applied throughout the whole organization. The same thing applies when merit increases are denied: are the reasons for denial sound or have significant factors not been properly considered?

(3) Negotiations

When the Government negotiates with the employees' representative on such matters as wages or terms and conditions of employment, Personnel has an important role to play. Personnel acts as the spokesman for the management of the Assessment Division, gathering information on its proposals for wages, hours of work, holidays, travel allowances, etc. This information is then provided to the Staff Relations Branch of Treasury Board Secretariat for their use in negotiations.

(4) Grievances

From time to time, differences of opinion arise as to whether the actions of management have been fair and

just. When an employee feels that he has been unjustly treated, he has the right to question the actions of management as set out in The Public Service Act. If the problem cannot be resolved through discussion, the employee has the right to submit a formal grievance. Personnel's role here is to assist management in its handling of grievances by aiding in the investigation of the grievance and deciding on a course of action. If, upon investigation, the grievance is well founded, Personnel and line management work out the corrective measures that should be taken. If, in the opinion of management, the grievance is not justified, Personnel assists line management in the documentation of the Department's position and the ultimate resolution of the grievance.

Staff Development

A very important function that Personnel performs for both management and the employees is in the area of staff development. An inventory is maintained of the skills or expertise of all employees of the Department. This enables Personnel to advise management on the availability of qualified persons within the organization before advertising vacancies on the open market. This inventory also enables Personnel to advise individual employees on matters concerning their personal career progression. Management and Department employees are made aware of courses available within this Department, in the Department of Civil Service, or in educational institutions. In some cases these courses are provided at no cost to qualifying employees or at a reduced cost when subsidized by the Department. The whole purpose of this programme is to enable the individual to improve his or her present skills in order to be better able to perform present duties and to be better equipped for future promotional opportunities. Management is also assisted in utilizing its manpower resources in the most efficient manner and in providing for the future growth and development of its employees.

Counselling

Personnel has traditionally provided a service to people who wished to discuss problems they were encountering in their employment or even in their personal lives. How-

ever, recently the need has arisen for a wide ranging, organized programme to provide employees with a counselling service. Through the Personnel Branch, trained counsellors are available in Counselling Services, (Employee Health Services), Department of Health, to assist employees with problems that affect their work performance by helping them overcome their difficulties or by referring them to experts in the appropriate field. In providing these services the Province is recognizing that it has a very important investment in its employees; if an employee has problems which affect his work performance, it is to everyone's advantage that he be able to overcome his problems.

Equity of Treatment

I have endeavoured in this article to outline the purpose of the Personnel Branch in the Department of Municipal Affairs. Our main function is not to act as policemen, always saying no to whatever line management wishes to do. Nor are we just the initiators or processors of a multitude of papers and forms which seem to be designed solely to confuse employees and deny the benefits to which they are entitled. Rather, Personnel exists to ensure that management utilizes its manpower resources to the fullest and that, in so doing, all employees are treated fairly and equitably throughout the organization.

Our role is somewhat analogous to that of the new provincial assessment administration. Your role is to provide for an equitable assessment of real property throughout the Province based on the uniform application of standard valuation principles and practices, within the legislation as set out in The Assessment Act. Our role is to provide for the equitable treatment of all employees (manpower resources) in the Department of Municipal Affairs based on the uniform application of standard personnel principles and practices, within the legislation as set out in The Ontario Public Service Act.

School Sections in Unorganized Areas: Another Northern Problem

Marcel Brodeur,
Cochrane-Timiskaming Assessment Office
Region #29

Definitions to References in text:

SCHOOL SECTION
BOARD OF TRUSTEES
BOARD OF EDUCATION
DRCSS BOARD
WEST BOARD OF EDUCATION

- School Section organized for school purposes in unorganized areas.
- The Trustees responsible for the Administration of the School Section.
- Present Board of Education under Bill 44.
- Present Divisional Roman Catholic Separate School Boards under Bill 168.
- Fictitious name for a Board based on an actual existing Board.

When it was decided that a new School Section was required, the Inspector drafted formation papers designating the specific boundaries by means of lots and concessions, and forwarded them to the Department of Education for final approval by the Minister. The same School Sections and the same boundaries are still in existence today.

Upon final approval of the School Section, a Board of Trustees was elected by the people and a Secretary-Treasurer appointed by the Board. The appointed Secretary-Treasurer was generally the local assessor. The Board of Trustees was responsible for providing a school which normally consisted of one room, hiring a school teacher, and providing the teacher with lodgings which generally consisted of a two-room apartment attached to the school. The duty of the assessor was to assess all ratepayers within the boundaries of the School Section and return an Assessment Roll, and the Secretary-Treasurer levied elementary school taxes according to the last revised Assessment Roll.

Boards of Education

On January 1, 1969, under the authority of the Secondary Schools and Boards of Education Act, the present Boards of Education were formed. The previous School Sections within a specified area were encompassed by the Board and the boundaries of the newly formed Board were designated as being the outside perimeter of all the School Sections. The West Board of Education, under the authority of Bill 44, amalgamated twelve Public School Sections for the purpose of elementary and secondary school tax levy and amalgamated fifteen

History

In the northern regions of the province there were School Sections formed under the Public and Separate Schools Act, whose main purpose was to provide inhabitants in remote areas with education facilities. These School Sections were formed in accordance with the needs and population of the unorganized areas. It was the responsibility of the School Inspector to view his area to determine the needs of the population and to enlarge existing School Sections or form new Sections.

Separate School Sections for the purpose of secondary school tax levy. Individually the twenty-seven School Sections were not to lose their identity; their boundaries still exist. The amalgamation was for administration purposes because each individual School Section was becoming too heavily populated. Too many schools were required and teachers were only available for the larger centres. The one-room school house became obsolete and the problem was being resolved by transporting the students to larger urban centres for more supervised education.

But our "little School Section" which was formed 40 years ago and given the right to return its own individual Assessment Roll, its own individual budget, and its own individual levy still has TODAY the right to have its own individual Assessment Roll, its own individual budget and its own individual levy. Therefore, the problem is being resolved somewhat at the administration level but not at the Assessment Service level. The Assessment Departments are still required to return, annually, individual Assessment Rolls for each of the twenty-seven School Sections within the West Board of Education. Their requirements will be necessary until such time as each School Section within a Board has brought either its deficit or surplus at par with the remainder of the Board. The individual School Sections, as they existed prior to the amalgamation, are still responsible for any deficit they may have had at the date of the Royal Assent of Bill 44.

Boundaries

Boundaries for the formation of Boards of Education were defined by amalgamating the total number of School Sections and using the outside boundaries of each of the Sections as the final boundaries for the Board. All properties within the boundaries are, therefore, liable to Public or Separate School levy and liable also to Secondary School levy. Unfortunately, many of the previous Separate School Sections were larger than the Public School Sections and therefore that portion which extended outside the boundaries of the Public School Section is now outside the boundaries of the Board and not liable to Secondary School levy or any other school levy except Separate School. An individual Assessment Roll must be prepared and returned for that portion of the School Section. Within that portion, only supporters of Separate Schools are shown in the Assessment Roll and any ratepayers allocating their support to Public Schools are exempt from assessment and taxation. There are properties presently in the Assessment Roll where the ground floor is exempt from assessment because the owner is a Public School supporter, while the second storey appears in the Assessment Roll due to the allocation of School Support to the Separate School. The census clerks have found this rather difficult to explain to enumerators, and the supervisor to the assessment clerks.

The boundaries of all existing School Sections and Boards of Education should be reviewed and re-defined to reflect jurisdiction over the whole of a Township for both Public and Separate School purposes. The boundaries defined in the formation papers of the present School Section have been extended, amalgamated and amended so many times that on many occasions it is virtually impossible to map the correct intended boundaries, with the result that there is undue embarrassment on the part of the Assessment Office in the Courts.

Change of School Support

By having individual Assessment Rolls for the Public School Sections and Separate School Sections respectively, the task of making and recording a change of school support is considerably more complicated in a School Section than in an organized municipality. We have used as an example a ratepayer notifying the Assessment Office that the School Support be changed from Separate School Support to Public School Support. The assessment clerk then proceeds as follows:

1. The location of the property is established by lot, concession and township.
2. With reference to the Board of Education map which indicates the main boundaries, reference can be made to the School Section in which the property is located.
3. The property in question is then found in the Assessment Roll.
4. The entry in the Assessment Roll and Data Revision sheet must be cancelled (complete delete in EDP terminology).
5. The entry must be recorded and re-entered in the Public School Assessment Roll:
 - (a) The assessment clerk must again make reference to the boundary map to designate the new entry in the correct School Section.
 - (b) The entry must be entered in the proper location within that Roll.

Many of the School Sections within a Board of Education are not similarly assessed. In accordance with the Equalization Factor published yearly, the percentage may vary from ten to fifty percent between School Sections within the Board. Therefore, when changing a property from one School Section to another School Section, an adjustment in assessment may be necessary to equalize the assessment against that property in accordance with the remaining properties within the School Section. The property in question must be re-assessed according to the method adopted for that School Section.

Conclusion

It has been the intention of the Regional Office to set up the Assessment Rolls for unorganized areas in the same way as organized municipalities. The general plan would be to designate the various Townships within a Board as polling divisions, including therein all properties within the Township, regardless of ownership or School Support. By setting up the Assessment Rolls in the same manner as is done for municipalities, the Board would be provided with assessment totals for each polling division, which is either a Township or Townsite, and finally with a summary total for the whole Board of Education. The plan may be implemented only when all the properties within the Board have been re-assessed at market value and only when the individual School Sections have depleted their surplus or deficit and are at par with one another. The properties within a Board will then be recorded in one Assessment Roll rather than in the present twenty-seven Rolls. Census will be easier for the Enumerators, and the recording of Changes of Ownership and School Support will be simplified for the assessment clerks.

The Place of Management in Value

Lorne Thompson,
Assessment Education Branch

When the word "management" is mentioned in connection with value it seems natural to think about the ability of a person to operate a business in order to show the highest possible profit. The most common example of this efficient performance is the farm operation.

If the operation is efficient, the return realized will be such that the value of the farm is enhanced. Generally, a prosperous farmer keeps his buildings in good repair, grows good weed-free crops and has neat fence rows. The unwary assessor might value such a farm much higher than similar farms in the vicinity that do not appear as productive. In fact, there have been many instances where farms used only for pasture were valued at a much lower figure than similar farms in the same neighbourhood which were under cultivation.

There is an obvious inequity resulting from such practices and hence the assessor is encouraged to value farms by considering each one as being under "typical management". The most efficient operator should not be penalized for his efforts nor should the inefficient operator be relieved of his true tax responsibility.

Since the end of the depression era of the 1930's there has been an ever-increasing trend toward giving property managers more and more responsibility for the general upkeep and the rental collection for their owners. At the beginning of this trend, the managers were responsible only for collecting and depositing the rents in the bank. There was little if any other service performed by these treasurer managers. Today a Property Manager is

looked on as one who is able to ensure the greatest return over the longest period of time for the owner of any particular property.

The Hotel/Motel Owners Association was the first body to recognize the necessity of having academically qualified people manage their properties. This is why it offers continuing courses at universities in Hotel/Motel Management.

The Institute of Real Estate Management of the National Association of Real Estate Boards has instituted educational programmes at the university level toward the designation of the CPM diploma. (Certified Property Manager). Similarly the Ontario Agricultural College offers courses to farmers to help them become better farm managers.

It must be recognized that all the education in the world does not by itself make either an efficient farm manager or an efficient property manager. We assessor/-appraisers know that the knowledge gained from courses makes us only as good at our job as our ability to put the knowledge into actual practice.

As stated previously the farm assessor must consider typical management when valuing farms. It is just as important that the assessor consider typical management when valuing rental properties which are normally under management.

When using the income approach on rental properties, one of the most important criteria in the data collection is the expense statement. One item that appears in

this expense statement is "management", which is usually expressed as a percentage of gross. This reflects the salary of the manager but the scope of his responsibilities must be appreciated.

They include:

1. *Rent setting*—knowledge of level of rents in comparable properties, economic trends (Macro and Micro), business cycle position, growth trend in neighbourhood and/or municipality, dollar value (inflationary or deflationary), employment level, family formation.

2. *Lease arrangements*—short term leases are preferable because they give more freedom to both landlord and tenant—when and where to use per square foot lease, fixed percentage lease, percentage lease with fixed minimum for commercial properties.

3. *Maintenance and repairs*—this requires constant vigilance on the part of the manager. Any negligence in effecting maintenance and/or repair at the proper time could lead to major expenditures, thus lowering the landlord's expected return.

4. *Janitorial services*—knowledge of the average man hour requirements for various tasks such as dusting, cleaning, washing, polishing, etc., average union wage levels for these various tasks, familiarity with The Labour Relations Act, The Employment Standards Act, current Wage Laws, union involvement (large operation), closed shop and check-off system.

5. *Heating*—general maintenance looked after by employees; oil burner serviced by expert only.

6. *Air Conditioning*—small unit under 200 horse power looked after by unlicensed employee; unit of 200 horse power and up requires licensed employee.

In addition to the above responsibilities, a manager

must have the ability to be a good public relations man since he must deal with the landlord and tenant as well as with his own employees. Tenant selection is also an important aspect of his responsibility today due to the recent amendments made to the Landlord and Tenant Act. This act affords the tenant greater protection and reduces the possibility of eviction. The security deposit, which was formerly requested to offset damages incurred by a tenant, can no longer be exacted. The tenant has to be taken to court in many cases to collect for damages and consequently, a good deal of damage is overlooked because of the cost and time involved in litigation.

A manager should keep abreast of the trends in new building plans and methods so that he can be in a position to advise the landlord when it is feasible to rehabilitate and/or modernize an older building.

Today's property manager is looked upon as an appraiser consultant. Many development companies in larger centres such as Ottawa, Hamilton and Toronto have their own property management companies which are prepared to carry out the management function to the *n*th degree.

Only a brief outline of the various functions of property managers has been given here. Discussion of the involvement of managers with properties could be greatly expanded upon but the outline above points out how management ability plays a part in determining the market value of many types of properties. The point is that with the advancement in management techniques, etc., the assessor of necessity must take a long look at the management level of appropriate properties and make valuations based on typical management.

Five Days on the Road and We are Going to Make It Home Tonight

Brent Sutton
Don Syroid
Ron Herman
Ian Zhiha

Kenora-Rainy River-Thunder Bay Region

Thunder Bay is the hub of assessment in Northwestern Ontario. Our jurisdiction encompasses three districts: the Districts of Thunder Bay, Rainy River, and Kenora. The 212,967 square miles of territory (51.02% of Ontario) contain three sub-offices: two in the District of Kenora and one in the District of Rainy River.

Thunder Bay, the newest city in Canada and the largest city in the northern part of the province, has a population of 108,048. The 156 square miles of the city contain 26,051 residential buildings and 1,775 commercial buildings. Our major industries are pulp and paper, lumber, shipping and an enormous amount of grain storage and handling, as well as the largest collection of elevators in the world.

This northern metropolis has a variety of secondary industry, including a vast amount of tourism that benefits from the advantageous geographic position of Thunder Bay.

We Northerners are proud of the fact that Thunder Bay is the present home of the current Miss Canada and

we assessors are especially proud of Mr. E. Blundell, Regional Assessment Commissioner, who is the 1970-71 President of the Institute of Municipal Assessors.

We enjoy working in the North because it is God's country. There are many lakes, rivers, streams, and forests a few minutes' drive from the city on our uncongested highways. Climatically, the seasons are extreme, but each one is fantastic in its own right. The people are friendly and our office parties are always "staggering" successes.

Could we impress you with the vastness of our territory? Come with us on a routine monthly trip down the line. Only a small number of towns in our territory have been placed on market value assessment according to the Department's new Manual. Reassessment has not been completed in all municipalities due to the limited staff, the great number of units and the size of our region.

Early Monday morning our two assessors depart from Thunder Bay and travel 63 miles to the Improvement

District of Red Rock. This community's major industry is the paper mill which employs the majority of the 1,900 inhabitants. Our first stop in every municipality is at the office of the town clerk, where, among other things, we discuss any problems he may have concerning assessment. From him we obtain leads on new construction, alterations, additions, and demolition directly affecting the total market value assessment of \$23,154,000. Often he informs us of people who request an explanation regarding their assessment.

Upon completing our duties there, we travel 7 miles east on the Trans-Canada Highway to the Township of Nipigon. This plywood-manufacturing town has a population of 2,700 and an old-Manual assessment of \$2,650,-025. Following standard procedure, we visit the clerk, as we must do in every community, and complete any work that must be done.

By the time we finish our work in Nipigon, it is mid-afternoon. To reach the Township of Schreiber, our next stop, we must drive through 57 miles of the most scenic country along the northern shore of Lake Superior. It is also very treacherous in that, on numerous occasions, it has been washed out by heavy rainfall, halting all traffic on the Trans-Canada Highway.

Schreiber, an established railway town having a population of over 2,100 and an old-Manual assessment of \$2,005,000, will be our first overnight stop. This stop gives us an opportunity to associate with the inhabitants at the local establishment (only to maintain our stature as public relations men).

Tuesday morning, upon completion of our assessment functions in Schreiber, we put away the old Manual and bring out our new one for the Township of Terrace Bay, 8 miles further east on the Trans-Canada. This modern community, having a population of 1,900 and a \$21,486,000 market value assessment is a paper-mill town. Wrapping up our business here, we again travel 49 miles to the Town of Marathon, hoping to see the clerk before his office closes for the day, so that we can get an early start in the morning.

This mill town of 2,500 people will be our next overnight stop, allowing some time for relaxation and recreation (darts, shuffleboard, social sipping and possibly sleep).

Leaving Marathon late Wednesday morning upon completion of our duties, we drive a distance of 20 miles east down the Trans-Canada to the Manitouwadge cut-off, where we proceed 43 miles north on a secondary highway to the Improvement District of Manitouwadge. This mining community, re-assessed at Market Value 1970, has a population of 3,300 and an assessment of \$23,198,923. Upon completing our work, we check into the only motel in town for the night. The friendly atmosphere enhances the most pleasant evening of the week. Here, the entertainment becomes more strenuous and

vigorous (arm-wrestling for "Canadian" and playing shuffleboard for "50's").

Thursday morning, weather and road conditions permitting, we take our chances and begin the hazardous drive on the privately-owned gravel road used by logging trucks (which, incidentally are driven as if they own the road) and proceed northwest approximately 110 miles to Longlac. Should the road and weather conditions not permit us to travel this road, we must back-track 177 miles to Nipigon, and head northeast 118 miles more to the Township of Longlac. Here, as in all the other municipalities, the insect problem is tremendous. Community College students from Southern Ontario have been known to complain that Northern mosquitoes are the size of crows.

The economic base of this community is the pulp industry and a newly-opened, multi-million dollar plywood plant. This growing township has a population of 1,403 and an old-Manual assessment of \$2,059,150.

The next stop is the Town of Geraldton. Formerly a gold-mining community, Geraldton presently has no major industry. Many of the 3,100 inhabitants commute to Longlac to work. Another old-Manual town, the assessment here is \$3,097,000. We complete as much work as time permits before booking into a motel for our final night on the road. The week is drawing to a close, and so is our endurance. Hence we spend a portion of an evening taking care of any paperwork or details amassed over the previous four days.

Up with the sun, we resume and complete our assessing in Geraldton. Now we must drive 44 miles on gravel highway to the Improvement District of Nakina, which is the most northerly point of our trip.

Before leaving Geraldton, we must check the car mileage so that in case of a breakdown we would head to the closer of the two towns. Light traffic and extremely cold winter temperatures of 40 below zero and wind chill factors of over 80 below warrant this precaution.

This railway town has a population of 600 and an old-Manual assessment of \$440,000. Although the work load is light because of stagnant growth and very limited potential for future development, we must make a visit to the clerk to handle any problems that he might have regarding assessment. Following this, we drive south back through Geraldton to the Improvement District of Beardmore, 93 miles away. This forestry town of 800 people has an old-Manual assessment of \$1,212,000. It is world-famous as the home of the Lake Nipigon Fish Derby.

Finally, the week's work is completed and we are ready for our long journey home. We have travelled over 700 miles, consuming 14 hours driving time.

We hope you have enjoyed our journey and can appreciate the problems involved in our vast territory.

Special Valuation Procedures Synthesized

Reg Hunter,
Assessment Standards Branch

and

William S. Wu,
Assessment Education Branch

Special assessment properties are becoming increasingly complex in this technological era. In recognition of this and in response to the need for a ready reference source, we offer this summary paper,* which is organized into six parts. The first part offers a tentative definition of special assessment properties. The remaining five parts concentrate on specific property categories: railways, pipelines, public and private utilities, golf courses and communications properties. Since mine assessment is discussed elsewhere in this issue of *aspects*, it is not separately treated here.

I. Toward a Tentative Definition

It is generally agreed that justification for "special" valuation treatment lies in the broad ways in which these properties differ from others found in a municipality. These differences are summarized in two principal ways:

1. The essential difference is the scope and function of these properties. The provisions of communications and transportation services, the supply of water, the extraction of natural resources, the provision of recreational facilities, etc.—make extensive and unique requirements in the form of land and structure holdings.

2. Special assessment properties differ from other property categories in a municipality because they often do not demand a level of social service proportionate to their revenue contributions.

The Rationale for Special Valuation

Having accepted that an essential difference exists, what, then, are some of the reasons which justify unique valuation methods?

The main reason seems to be the difficulty in ascertaining "market value" for special purpose properties. "Market value" is "the amount that might be expected to be realized if sold in the open market by a willing seller to a willing buyer." This is usually interpreted to mean "value in exchange", with the assumption that a market sets the same prices for similar properties in similar locations in the same geographic area within a given period of time. Thus, to account for some of the peculiar characteristics of special purpose properties which render the determination of market value difficult, The Assessment Act lays down special procedures to be followed in their valuation.

Special valuation procedures may also be rationalized on the ground that adopting certain types of valuation methods tends to offset some of the problems arising from the absence of objective sales data. It is interesting to note that on several types of special assessment properties, The Assessment Act has attempted to circumvent the problem of "market value" by way of a *notional* (i.e. hypothetical) sales approach or by a com-

*The authors wish to extend their sincere thanks to Messrs. W. Gow, W. Jackson, and G. McNeice for their critical reading of the draft paper. We also acknowledge the research assistance provided by Miss B. Weatherhead, Chief Librarian, Department of Municipal Affairs, and her staff.

bination of income approach and statutory rating. On some other properties, either statutory rating or gross receipts techniques are used.

Characteristics of Special Purpose Properties

In broad terms, special purpose properties exhibit the following characteristics:

1. Special purpose properties form a distinct realty category which is generally cited in special legislation. Thus, valuation bases and procedures are either outlined in specific Acts or treated separately under individual sections of The Assessment Act.

2. Special purpose properties may also be distinguished on the basis of their non-convertible character. In other words, these properties are designed or built for a particular function which cannot, as a rule, be readily converted for others.

3. These properties are valued according to either one or two of the methods set out below:

(i) Statutory rates in the form of value per lineal mile, expressed in actual dollar terms.

(ii) Gross receipts assessment in the form of a predetermined percentage of gross income revenue.

(iii) A combination of gross receipts percentage and statutory rates.

(iv) Fixed assessment as in the case of golf course lands which are valued at rates determined by a municipality for a defined period.

II. Railways

For decades, the railway has operated as a near transportation monopoly. In the recent past, however, economic factors such as the various forms of subsidized transportation, the great increase in the use of private automobiles and trucks, and even transmission pipelines have had a tremendous effect on the operation of railways, creating obsolescence in their property holdings and impairing their value.

Moreover, land owned by railway companies has usually been held by them for prolonged periods. Railway lines, for example, commonly predate the commercial and industrial development now surrounding them. Some of this development may be related to the railway; other parts may be quite independent of it. Thus, the application of "abutting land" assessment techniques to railway land can impose an inflated land value quite out of proportion to the "real" value of that land. In addition, a railway company may continue to hold certain lands that have very little operational value. Such land may be held because the Board of Transport Commissioners will not permit the company to abandon the given route. Alternately, continued ownership of certain lands may be due to lack of a buyer for property of such specialized shape and character.

And finally, the real estate interests of railway companies involve various forms of ownership such as rights-of-way, running lights, freight sheds, etc. Because these properties rarely change hands, market value can scarcely, if ever, be derived from actual sales information. Thus, the difficulties in determining the "market value" of railway lands, the problems arising from inflated surrounding land values and the difficulties involved in equalizing railway assessment with locally assessed property provide the bases for discussion of the mechanics of railway assessment.

1. The Bases of Assessment

Quinquennial assessment was a unique feature of railway valuation. This meant that the assessment of railway lands, as entered in the roll of a municipality and as finally revised following any appeal, stood for that particular year and the succeeding four years as well. This quinquennial assessment was, of course, subject to change in order to reflect and accommodate any alterations in the extent of railway property holdings. In view of the current provincial assessment programme, this arrangement has been amended accordingly.

The basis of railway assessment may be divided into four broad categories:

(i) **Cash Value Assessment.** Railway real property in the form of stations, freight sheds, warehouses, etc., which are situated on any highway, street or road are assessed at their *actual cash value* as they would be appraised upon a *notional (i.e. hypothetical) sale* to another company possessing similar resources and powers.

(ii) **Average Land Value Assessment.** Railway lands and rights-of-way are assessed according to the average value of taxable land in the locality.

(iii) **Market Value Assessment.** Vacant land owned by the company in question is assessed at "its market value" as stipulated in The Assessment Act.

(iv) **Statutory Rating** is applied to telephone and telegraph plant, poles and wires of a railway company that are used for commercial purposes and not used exclusively in the running of trains or for any other purposes of a railway. This provision stipulates an assessment of \$5.00 per lineal mile of wire.

2. Assessment Procedures

Railway taxation procedures are set out under section 38 of The Assessment Act. The real property of railway companies such as stations, freight sheds, offices, warehouses, elevators, hotels and repair shops are assessable.

Two types of exemptions are provided:

(a) **Summary exemption.** The structures, sub-structures, superstructures, rails, ties, poles, wires and other property on railway lands and used exclusively for railway purposes or incidental thereto (except freight sheds, offices, warehouses, elevators, hotels, heating plants, round houses and machine, repair and other shops) shall not be assessed.

(b) **Exemption from other assessment.** A railway company assessed under section 38 of The Assessment Act is exempt from assessment in any other manner for municipal purposes except for local improvement and except for business assessment in respect of hotels under section 7, and business assessment on the portion of a heating plant which disposes its heat on a commercial basis.

Business taxation. Railway property is exempt from business assessment. However, *hotels* owned by railway companies are subject to business assessment at the rate of 30% of the assessed value.

3. Practical Problems and Issues

One of the fundamental difficulties related to railway assessment lies in ascertaining average abutting, or adjacent, land values.

What is the "average value of land"? According to one leading court decision, assessment "at the actual value

in the locality" does not require that streets and public lanes in the area be included. "Value" in this context means "value in exchange", and the exclusion of streets and lanes was necessary to attain the legislative purpose of equality. [*C.P.R. v. Sudbury*, (1961) S.C.R. 39, 26, D.L.R. (2d), 286, 82 C.R.T.C. 29, affirming (1959) O.W.N. 328.]

However, this court decision cannot be interpreted to allow deductions of certain percentage acreage for streets and lanes as in adjoining lands, if there were in fact no subdivisions and no streets or lanes on the company's lands in question. [*C.P.R. v. The City of Windsor. Assessors' Review*, April, 1954, p. 2.]

In addition, railway assessment must recognize that although the development of urban land is beyond the control of the railways it adds to their tax burden without any prospect of compensating increases in revenue. At present, if planned land use calls for high-rise apartments and land is worth, say, 80,000 dollars an acre, that value may be set for the roadway of the railway on the strength of "abutting" land assessment technique.

III. Transmission Pipe Lines

Transmission pipe line assessment is statutory rate assessment.

1. Assessment Procedures

(i) **Pipe Line Defined.** A transmission pipe line is defined as "a pipe line for the transmission of gas that is designated by the owner as a transmission pipe line and a pipe line for the transmission of oil." This definition also includes five components: valves, couplings, haulage, labour, engineering and overheads in respect to such pipe lines, easement of right-of-way and franchise or franchise right. Any dispute regarding this definition is to be determined by the Ontario Energy Board and the Board's decision is final.

(ii) **What is Assessable.** Transmission pipe lines are assessed according to a statutory formula which sets out the value per foot of pipe line in relationship to diameter size. A different set of cost factors, however, has been developed for the valuation of *distribution pipe lines*. Both of these are assessable.

Beyond transmission pipe lines themselves, land and buildings and compressor facilities of the pipe line company are liable for assessment in the municipality in which they are situated.

2. Assessment Technique

Transmission pipe lines are assessable at statutory rates ranging from a minimum of \$1.20 per foot of length of pipe of ¾" inside diameter to a maximum of \$26.70 per foot of pipe of 38" outside diameter. These rate tables are set out in The Assessment Act. However, these rates "shall be on the same basis as the assessment made of other lands in the municipality in the year the table of rates applicable to such pipe lines comes into effect." Beyond this, "In any year in which lands generally in a municipality are assessed differently from the preceding year, the Department shall adjust the assessment of pipe lines in such municipality determined under subsection 4 so that such assessment shall be on the same basis as the assessment of other lands in the municipality made in that year." These are new provisions.

Distribution pipe line rating. Cost rates for distribu-

tion pipe lines are set out in *Assessor's Handbook of Cost Factors*. These rates, representing market value, have not attained province-wide applicability because a majority of property categories have not been computed on that basis.

3. Special Provisions

Rate review is set out in section 33 of The Assessment Act and provides that it shall be reviewed by the Minister of Municipal Affairs in the year 1971 and every third year thereafter; and in any such year, the Lieutenant Governor or in Council may, by regulation, amend or re-enact the table or rates set out in the section.

Depreciation provisions. Physical depreciation is allowed at the rate of 5% every three years dating from the year of installation to a maximum of 55%. Abandoned lines cease to be assessed in the year subsequent to the year of abandonment.

Business tax. Transmission pipelines are not subject to either local improvement or business taxes. However, other lands and buildings of the transmission pipe line company are liable for business tax on the same basis as other privately owned transportation enterprises.

IV. Public and Private Utilities

This section deals with utilities under two categories. The first relates to public and private utilities as defined immediately below. The second category is related to Hydro-Electric Power Commission properties which are valued under the provisions of The Power Commission Act.

Definition. Special valuation provisions laid down in The Assessment Act with respect to public utilities would appear by court interpretation to be confined to the utilities of local authorities, including those run by a municipal corporation directly or by any of its local boards. Parking facilities owned by a municipal corporation or a municipal parking authority are included by statutory definition. Other examples of such utilities are local hydro-electric and gas commissions, water departments, public transportation commissions and municipal telephone companies.

More specifically, a "public utility" is defined in The Department of Municipal Affairs Act to mean "... a water works, gas works, including works for the transmission, distribution and supply of natural gas, electric power or energy works, or system for generation, electric power or distribution of electric light, heat and power, a telephone system, a street or other railway system, a bus or other transportation system or any other works or system for supplying the inhabitants generally with necessities or conveniences that are vested in or owned, controlled or operated by a municipality or municipalities or by a local board." [The Department of Municipal Affairs Act, section 1(g).]

(A) Public and Private Utilities

The basis of assessment may be discussed under the following headings:

(1) Land.

The basis of assessment for land is that which "the assessed value of the land according to the average at which lands are assessed in the municipality and the assessed value of such buildings would produce."

A problem arises as to the order in which properties are to be assessed. By strict interpretation of the Act, it would seem that the assessor cannot place an assessed value on the land owned by public utilities until he has assessed the balance of the municipality. Is this interpretation valid? If not, then what is the cut-off point at which one applies "...the average at which lands are assessed in the municipality"?

(2) Buildings.

Buildings, on the other hand, are to be assessed at market value in the normal manner.

1. Assessment Procedure

(a) **Public utilities.** The land and buildings of those companies which supply water, heat, light and power to municipalities, or companies operating transportation systems and companies distributing gas by pipe line, are assessable.

(b) **Privately owned utilities.** All structures, machinery and fixtures, whether situated or not on a highway, street, road, land or other public place, are assessable so long as they are in actual use.

2. Assessment Technique

Properties that are *privately owned* are assessed at *market value*. *Publicly owned* properties are assessed according to the average value at which lands are assessed in the municipality.

Exemptions. All machinery is exempt from assessment except in cases where a substructure or superstructure forms an integral part of a building. This exemption becomes null and void if any part of any works, structure, substructure or superstructure is occupied by a tenant or lessee.

Business assessment. In all cases respecting utility and transportation companies, whether privately or publicly owned, any portion subject to a business assessment is taxed at the rate of 30% of assessed value.

Local improvement assessments. Notwithstanding section 62 of The Local Improvement Act, utility commissions are required to pay local improvement assessments.

(B) Hydro-Electric Power Commission Property

All land and buildings of the Hydro-Electric Power Commission are assessable. In addition, generator and transformer stations are assessable according to a statutory rate.

Like public utilities, exemption from taxation is extended to machinery, structures, substructures, superstructures, rails, ties, poles, lines and easements.

1. Assessment Method

(1) **Land and buildings** owned by the Ontario Hydro-Electric Commission are assessed according to *the average value of land in the locality* and the assessed value of such buildings. The word "locality" remains in The Power Commission Act notwithstanding its replacement in The Assessment Act by the term "vicinity", and now "municipality".

(2) **Transformer and generating buildings** are assessed at a statutory rate or \$8.00 per square foot, based

on the inside floor area.

2. Assessment Administration

Ontario Hydro properties are valued by the Assessment Division of the Department of Municipal Affairs through its regular field organization.

While Commission property is exempt from ordinary taxation, the Commission makes payments-in-lieu of taxes to municipalities based on the total assessed value of their holdings, properly adjusted by the provincial equalization factor used in that year by the Department of Municipal Affairs.

Business assessment. The Commission also makes payments-in-lieu of business assessment at a rate of 60% on all land owned by the Commission, all buildings used exclusively for executive and administrative purposes, generating stations and transformer stations.

V. Golf Courses

The "Golf Course Principle" is one of the last fixed assessments which originated as a form of partial exemption. Briefly, the "principle" permits a local municipality to enter into an agreement with the owner of a golf course under which the owner may pay municipal and school taxes based on a fixed amount. When for any reason the agreement relating to all or part of the property is terminated, the owner has the choice of selling that land to the municipality for the amount of its fixed assessment or paying the full amount of taxes that would have been payable had there been no fixed assessment, together with interest at 4% per year.

However, this principle does not extend to buildings or structures on the property or to the immediate land on which they are situated. One evident purpose of fixed assessment, it seems, is to hold greenbelt land in urban areas to enhance the environment.

This golf course assessment provision has two interesting features. First, it has an element of flexibility. From the municipal side, the length of term is specified in the agreement, i.e., subject to the continuing use of the property as a golf course. From the owner's perspective, the agreement can be terminated at the end of any given year, on six month's notice. Secondly, as might be expected, the Municipal Treasurer maintains a cumulative record of the revenue loss that exists at each stage of the agreement, and this facilitates the budgetary process.

1. Assessment Procedure

Both the *land and buildings* of a golf course are assessable. While the course itself is subject to a fixed assessment, the buildings, structures and land on which they are situated are assessed in the usual manner.

Procedural Requirements

(i) *Fixed assessment agreement to be registered.* The Assessment Act provides that "Every agreement shall be registered in the Registry Office or Land Titles Office, as the case may be, in the county in which the golf course or any part thereof is located."

(ii) *Two separate assessment notices required.* Under this provision, one assessment notice is for the fixed assessment on the land of the course proper, and one assessment notice is for the remaining land and clubhouse which does not form part of the fixed assessment agreement.

Business Assessment. Golf courses which have obtained a non-profit charter from the Province are not subject to business assessment. However, private membership clubs which do not have a non-profit charter are subject to a business assessment at a rate of 30% of assessed value.

2. Discussions

(1) Some Examples of Golf Course Assessment

In York County, it was reported that the assessors valued golf course land on an acreage basis only, using as a guide the average 1967 sales of large tracts of vacant land near the golf courses. In Mississauga and Peel Counties a similar method is used, based on recent sales of large vacant tracts to which was added an additional amount for each green only, irrespective of location. One of the most important problems is the lack of guidelines concerning methods used from year to year for arriving at assessed values.

At the same time, it has been argued that because of their aesthetic and recreational value, golf courses must be assessed at their "present use value" or their resale value as golf courses, and not according to the value of surrounding lands or according to the principle of assessment at "highest and best use". It is further argued that if the "highest and best use" principle is adopted, then assessors must use the value of surrounding lands. If those lands happen to be zoned for highrise apartment buildings, the threat to golf courses is obvious.

(2) Alternative Methods of Valuation

(a) Some assessors have suggested that *section 27 (3 and 4)* of The Assessment Act which deals with the special assessment of farms might provide an answer. In this, the suggestion is that in the assessment of golf courses, consideration should be given to the *market value* of such lands and buildings for *golfing purposes only*; and in determining such market value consideration shall not be given to sales of lands and buildings to persons intending to use these in ways other than as golf courses.

(b) The second potential approach is the *income approach*. This approach is suggested because of the scarcity of *bona fide* sales of golf courses, and the widely varying scale of costs encountered in the cost approach. This approach, however, could not be easily applied to the valuation of a non-profit course.

VI. Telecommunications Industry

The telecommunications industry includes telegraph and telephone companies. Since the procedures for their assessment are similar in urban municipalities, they are discussed jointly.

The land and buildings of communications companies are assessed at market value. In urban municipalities, an additional levy is made on the total amount of gross receipts collected by a company each year. However, in the case of telephone companies, the total amount of taxes levied in any year in respect to gross receipts *cannot exceed 5%* of the total gross receipts collected in that municipality.

In townships, a levy is made on the basis of \$135 per mile for the first circuit of wire for province-wide telephone companies. For local (or municipal) companies, a rate of \$50 per mile of wire is imposed. In either case, an extra charge of \$7.50 per mile is made for each additional

circuit wire. A local or municipal telephone company is one which is operated by the municipality or, if private, a private stock holding concern.

For telegraph companies a rate of \$40 per mile is levied on the main circuit, and \$5 for each additional wire is imposed.

1. Assessment Procedure

Land and buildings owned by a communications company are assessable as *real property*. Machinery, plant and appliances wherever situated are exempt. In urban areas, all structures placed on, over, under or affixed to any highway, lane or other public place are exempt.

Land and buildings of communications companies are subject to a business taxation rate of 30% of assessed value.

2. Special Provisions

When the population density of part or the whole of a township reaches 150 residents per 500 acres, the council may, subject to the approval of the Department of Municipal Affairs, by by-law define such areas and declare them to be "police villages". The effect of this by-law is to declare that every communications company carrying on business in such an area shall be assessed for 100 per cent of the amount of gross receipts in addition to any other assessment to which it may be liable under The Assessment Act. This gross receipts assessment is applicable for the year ending on the 31st day of December next preceding the assessment.

VII. Looking into the Future

It is useful, at this stage, to reiterate the factors which make the valuation of special assessment properties difficult:

1. Their unique land requirements, their variety, complexity, the special nature of their realty holdings, and their non-convertible character.
2. The general lack of sales data due to the relatively inactive market.

The Ontario Committee on Taxation made a number of recommendations related to the valuation of special assessment properties. Probably the most fundamental recommendation was that the provincial government assume general control of special assessment valuation. With the adoption of provincial assessment on January 1, 1970, the solution to some of the valuation problems became a distinct possibility. As a single, consistent assessment base develops on a provincial-wide basis, some of the negative effects of non-uniform valuation are expected to disappear.

However, there is the need for a new, more realistic approach to the valuation of transportation and communications properties. This need has occasioned the appointment of a Special Committee to explore principles and procedures, and to make recommendations to the Minister of Municipal Affairs. The Special Committee is made up of representatives from government and industry to reflect all relevant views. Because both committee work and legislative changes are necessarily deliberative processes, policy decisions are still pending to date.

In spite of this delay, there is optimism that equitable assessment and taxation policy will be developed for special assessment properties.

Special Assessments—A Tabulated Summary

Special Purpose Property Type	Predominant Applicable Legislation	Assessment Method	Assessability	Exemptions	Assessment Procedure	Business Assessment	Special Provisions
Railways	The Assessment Act, S. 7 (10), 38, 39	Notional sales, abutting land assessment & statutory rating	Railway real property rights-of-way & commercial telegraph wires and poles	(1) Operational facilities (2) From other assessment except local improvement and hotel business assessment	Railways notifies property holding by Feb. 1, every year; local improvement Tax applicable.	Hotels and commercial steam at 30% of assessed value.	Commercial telegraph wire at \$5.00/mile.
Transmission Pipe Lines	The Assessment Act, S. 32(2), 33, 34, The Energy Act, 1964, S. 1, para 7	Statutory rating and real property	Pipe lines and compressor, etc., real property	NONE	Pipe line company notifies length and size of pipes by July 1, every year; local improvement Tax applicable.	Applicable only to lands and buildings of pipe line company.	Depreciation rates and different distribution pipe line rates.
Utilities (Public and Private)	The Assessment Act, S. 3, para. 9, 35; The Department of Municipal Affairs Act, S. 1(d), 1(q)	Abutting land assessment and real property	Land and buildings	All machinery except when forming an integral part of a building but tenancy or lease voids exemption	Market value assessment and abutting land value assessment local improvement assessment applicable.	30% where applicable	NONE
Hydro-Electric Power Commission Property	The Power Commission Act, S. 48 overrides Section 32 of The Assessment Act.	Real property and statutory rating.	Land and buildings; generating and transformer stations	As above; grant-in-lieu of taxes	Abutting land assessment, statutory rating applicable to generating and transformer station	60% where applicable	NONE
Mines	The Assessment Act, S. 28, 72(2)	Real property	Land and buildings; concentrators and smelters; petroleum, mineral rights.	All facilities connected with mining operations; land being mined for mineral content.	Notification of realty holdings proceeds in the normal manner	60% where applicable to smelters and concentrators.	Mining profits tax
Golf Courses	The Assessment Act, S. 31	Fixed assessment and real property	Land and buildings	NONE	Fixed assessment to be registered; two separate assessment notices required, one for fixed assessment and one for buildings and land	30% where applicable to buildings of private clubs.	NONE
Communications Industry Telegraph and Telephone	The Assessment Act, S. 1(q), 8-11, 35	Gross receipts statutory rating and real property	Gross receipts, miles of wire, land and buildings	All operational machinery, plant and appliances exempted.	Gross receipts in municipalities reported by March 1; wire length in township also reported.	30% on land and buildings—not applicable to gross receipts and statutory rates.	"Police Village" status change, 5% limitation on gross receipts.

Articles of Interest

Ontario. Ministry of Revenue. *Aspects*

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CRAIG, R. H.	"Revolution in Assessment and Taxation in New Brunswick". <i>Assessors Journal</i> . June, 1967.
EISENLAUER, J. F.	"California's Open Space Law". <i>35th Annual International Conference on Assessment Administration</i> , 1970.
HULTON, J.	"Hawaii's Modified Property Tax Base Law". <i>Assessors Journal</i> . October, 1970.
JANATA, J. F.	"Property Taxes in the U.S. and the Equalization Problem". <i>Assessors Review</i> . January, 1971.
LINDHOLM, R. W., ed.	<i>Property Taxation: U.S.A.</i> University of Wisconsin, 1967.
MANNING, H. J.	"Property Taxation Singapore Style: Some Observations and Impressions". <i>Assessors Journal</i> . January, 1971.
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REATH, H. T.	"How and What to Value in Tax Assessment Litigation Involving Industrial Property in Pennsylvania". <i>Appraisal Journal</i> . April, 1968.
RILEY, W. H.	"Maryland's Farm Law". <i>35th Annual International Conference on Assessment Administration</i> . 1969.
SMITH, E.	"Local Government Assessing Practices in Australia". January, 1970.
WALKER, W. P.	"Farm Ownership Valuation and Taxation in Rural-Urban Maryland". <i>Assessors Journal</i> . October, 1968.

ARTICLES ON EXEMPT PROPERTIES

BALK, A.	"Changing Attitude Toward Exemptions". <i>35th Annual International Conference on Assessment Administration</i> . 1969.
BELLANCA, A. V.	"Limiting Exempt Property". <i>33rd Annual International Conference on Assessment Administration</i> . 1967.
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CLAWSON, M.	"Should Public Lands Pay Taxes?" <i>Assessors Journal</i> . October, 1966.
CONSER, E. P.	"Property Taxation—And Exemptions Therefrom". <i>34th Annual International Conference on Assessment Administration</i> . 1968.
GILLIS, B. D.	"Establishing Procedure for Property Tax Exemption". <i>33rd Annual International Conference on Assessment Administration</i> . 1967.
WINCKLER, G.	"Exempt Property Study in South Dakota". <i>Assessors Journal</i> . January, 1970.

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